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MEASURES TAKEN TO HARMONIZE LIVESTOCK DEVELOPMENT POLICIES AND TO INTEGRATE LIVESTOCK DEVELOPMENT PROGRAMMES IN AFRICA

ABBREVIATIONS

AAF-SAP	African Alternative Framework to Structural Adjustment Programmes for Socio-Economic Transformation
ADB	African Development Bank
AHG	Assembly of Heads of State
ALG	Autorité du Liptako Gourma
CEAO	Communauté économique de l'Afrique de l'Ouest
CEBV	Communauté économique du bétail et de la viande
CEPGL	Communauté économique des Pays des Grands Lacs
CILSS	Comité inter-Etat de lutte contre la sécheresse dans le Sahel
CRTA	Centre de recherche sur la trypanosomiase animale
ECA	Economic Commission for Africa
ECCAS	Economic Community of Central African States
ECOWAS	Economic Community of West African States
EEC	European Economic Community
FAC	Fonds d'aide de coopération
FAL	Final Act of Lagos
FAO	Food and Agriculture Organization of the United Nations
GTZ	German Agency for Technical Co-operation
IARCs	International Agricultural Research Centres
IBAR	Inter-African Bureau for Animal Resources
ICIPE	International Centre for Insect Physiology and Ecology
IFAD	International Fund for Agricultural Development
IGADD	Intergovernmental Authority for Drought and Development
IGOs	Intergovernmental organizations
ILCA	International Livestock Centre for Africa
ILRAD	International Livestock Research on Animal Diseases
KBO	Kagera Basin Organization
LPA	Lagos Plan of Action
MULPOCs	Multinational Programming and Operational Centres
MRU	Mano River Union
NARCS	National Agricultural Research Centres
OAU	Organization of African Unity
PTA	Preference Trade Area for Eastern and Southern African States
SADCC	Southern African Development Co-ordination Conference
STRC	Scientific, Technical and Research Commission
UDEAC	Union douanière de l'Afrique Centrale
UMA	Union Maghreb arabe
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
WAIGOS	Association of West African Intergovernmental Organizations
WHO	World Health Organization

INTRODUCTION

1. The present report[1] on measures to harmonize livestock development policies and to integrate livestock development programmes in Africa is prepared by the Economic Commission for Africa (ECA) in conformity with its work programme for the biennium 1990-1991. The report contains recommendations to help lay the foundations for the structural transformation of the sector and for its improved and sustained development in the 1990s and beyond within the framework of collective self-reliance and African solidarity.

2. The Conference of Ministers at its seventeenth session is expected to adopt the orientation that the sector should take in the 1990s. It is also expected to provide the appropriate directives to the ECA secretariat, in collaboration with the OAU and the major economic groupings and in consultation with all concerned United Nations specialized agencies and international organizations, to help create and maintain an enabling environment for the sector to develop from its inner strength, to contribute to the sustained growth and development of the overall economy and, above all, to provide enough animal protein to meet human needs more adequately in the 1990s and beyond.

3. Various studies undertaken over the last decade or so had shown that productive co-operation is not only required but desirable for an optimal exploitation of the livestock resources or market potentials, for the development of large areas in the arid zones or for the integration and active involvement of nomadic population in national and regional economic life. Co-operation is, indeed, required as livestock farming is characterized by the movement of both animals and their owners across national boundaries in search of water, pasture and livestock services (animal health and/or marketing). Hence, development efforts in one country may affect or be affected by what is done in adjacent countries or simply by the attitudes of neighbouring governments towards these efforts.

4. Co-operation is also desirable since great potential exists at both production and trade levels within all economic groupings. The furthering of comparative advantage of producing countries and the preservation of subregional market primarily for subregional production of livestock products and by-products will result in tremendous gains for all parties concerned notably in the livestock allied industries (processing of products and by-products) and other industries.

5. With a livestock asset value of $US 58.2 billion held by African livestock farmers in 1990, it was shown that with the re-organization of the available production structures and the reforms of some of the institutions and the political will, livestock could develop from its inner strength and take off from its own bootstraps. The livestock sector could then contribute significantly to the socio-economic structural transformation in the continent notably through the creation of employment in the allied industries and the strengthening of the income and tax bases. Moreover, livestock could be made to

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[1] The report was prepared following a consultation with the secretariats of OAU/IBAR in Nairobi, Kenya; ECCAS in Libreville, Gabon, ECOWAS in Lagos, Nigeria; and CEBV, CEAO, CILSS, ALG in Ouagadougou, Burkina Faso. The Government of Burkina Faso, which hosts a great number of IGOs, was consulted at the highest level on the issues under discussion. The representatives of FAO in Nigeria and Burkina Faso were also adequately briefed. Owing to time and resource constraints not all institutions involved in livestock were visited but in the past contacts were made with some of them notably ICIPE, ILCA, ILRAD and FAO.

provide, in a very short period of time, enough meat to help achieve the animal food security goal in the continent at higher level of per capita intake and to improve significantly the self-sufficiency ratio in dairy products.

6. The lack of co-operation has also resulted in considerable losses and wastage notably of what livestock products were already produced in difficult situation by the farmers living admittedly at near subsistence level in terms of use of input and services. It has resulted in higher production cost of livestock products, production risks and more uncertainties in marketing and trading livestock products. It will of course result in more losses in the 1990s if the African continent was to be further marginalized.

7. The resulting consequence in the reduction of the flows of external assistance that had sustained whatever development that has taken place so far in the African livestock sector, notably through project, will be deepened. The immediate consequence of the marginalization of the continent in the livestock sector will be the accentuation of the reversal of earlier progress in animal health services and water development.

8. It is worth recalling that the declared will to co-operate in all economic fields including livestock does exist. Indeed, in accordance with the guidelines from the Monrovia Declaration of commitment for collective self-reliant and self-sustaining development, the major economic groupings were expected to foster subregional and regional co-operation in all fields, notably agriculture, to help achieve increased measures of collective self-sufficiency and collective security. The IGOs, in line with FAL in close collaboration, if not under the co-ordination of the major economic groupings[2], were to help foster increased integration of sectoral economies through encouraging the pooling and joint exploitation of resources, institutions and markets.

9. The preferred tools of intervention of the major economic groupings were to be the harmonization of development policies and the integration of development programmes. The effective use of these tools was to help ensure the optimal and joint exploitation of resources and the satisfaction of developmental goals set by the highest authority for the benefit of the people of a given subregion or of the continent. It is, however, recognized that no measurable impact can be made by the economic groupings if there is no effective harmonization of policies and integration of programmes at national levels and if the interventions of the various IGOs are not co-ordinated.

10. Hence, in preparing the present report, the consultation with the various economic groupings and the IGOs centred around the following issues:

(a) What is required for the livestock sector to meet human needs in animal food products more adequately in the 1990s and beyond within the framework of increased self-reliance; and?

(b) What is required to ensure increased and sustaining contribution of the livestock sector to the structural transformation of the African economies in the 1990s?

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[2] The major economic groupings that exist so far are ECOWAS, ECCAS and PTA and that of North Africa is in the process of being established.

11. The following activities were then undertaken:

(a) Review of the activities of the visited major economic groupings and IGOs in promoting subregional co-operation for the integration of livestock economies notably over the last decade;

(b) Identification of areas for further subregional co-operation, harmonization of policies and integration of programmes;

(c) Discussion on the possible contribution of research to the process of structural transformation of the livestock economy in the 1990s; and

(d) Discussion on ways and means for fostering the structural transformation of the livestock sector in the 1990s within the framework of collective self-reliance.

12. Livestock, as other sectors, is included in the work programme of each of the institutions visited. However, the interventions of each of these institutions notably of African origins depend largely on the good will of the international community to support their programmes. Since, the assistance so far provided was inadequate, the contribution of most of the African institutions to the process of harmonizing livestock development policies and integrating livestock economies within their respective domain of interventions and mandated areas has been insignificant.

13. The major economic groupings do not actually have a comprehensive programme of work for harmonizing livestock development policies and integrating livestock development programmes. Hence, it is difficult for these institutions to help create an enabling environment for the sector to develop within the framework of collective self-reliance and to provide increased quantity of animal food products to meet the subregional and regional demands.

14. Understandably, the existence of the major economic groupings did not help to improve significantly the volume of intra-African trade in livestock products and by-products, despite the considerable potential to achieve increased collective animal food self-sufficiency, collective animal food security and for the adoption by their policy organs of trade facilitation rules and regulations. On the contrary, the dependency of the continent on the outside world to ensure the animal food (frozen meat) security to the population has been increasing.

15. The need to reverse the present trend in the performance of the livestock sector is fully recognized by the policy analysts. But the need to shift from over-reliance on the outside world to self-reliance, hence to promote the development of the sector within the framework of collective self-reliance, is less agreed upon. Indeed, it is believed that most governments will not be attracted by such move as they are finding difficulties to meet the budget requirements of the IGOs or even to pay the salaries of national civil servants. It is to be recalled that with appropriate environment, the livestock sector could develop from its inner strength.

16. The report is made of four sections. The introduction contains the scope of the study. Section II is on the analysis of the efforts to harmonize livestock development policies. The efforts of integrating livestock development programmes are analyzed in section III. Section IV is devoted to

the conclusions and recommendations geared towards developing and maintaining an enabling environment for the structural transformation of the livestock sector in the 1990s and beyond.

I. HARMONIZATION OF LIVESTOCK DEVELOPMENT POLICIES

A. Measures taken

17. ECA has been active in fostering the harmonization of development policies in the African livestock sector within the framework of collective self-reliance. A series of studies were prepared in the form of reports and technical papers presented to the policy organs of ECA and MULPOCs and to technical meetings and seminars. In particular, efforts were directed towards:

(a) Raising the awareness of the policy analysts and decision makers on the economic importance of the sector;

(b) Drawing the attention of livestock policy analysts and decision makers on the potential of the sector to help satisfy the collective animal food security goal within the framework of collective self-reliance and African solidarity; and

(c) Warning the policy analysts and decision makers on the opportunity loss due to over-reliance on the outside world, the implementation of ill-conceived policies and the lack of co-operation at both national and regional levels. For instance, ECA has estimated that the West African subregion has been losing about $US 1 billion annually in the cattle subsector alone. About 80 per cent of these losses could be avoided.

18. Measures and recommendations were made to address each of these issues; a master plan for the reduction of losses and elimination of wastage and a framework for interventions in the livestock sector were prepared. Meetings were organized to help concerned governments to enter into joint ventures for the production of essential inputs and products so that in a short period of time the livestock sector could develop on a self-sustaining basis and contribute to the industrialization effort in the continent.

19. The outcome of the participation of ECA in developing the sector is less apparent as it deals with sensitizing and influencing the behaviour and thinking of the policy analysts and decision makers to help create an enabling environment for:

(a) Livestock to be taken as a business;

(b) The livestock community to develop the sector within the framework of self-reliance; and

(c) Increased contribution of the sector to overall development.

ECA, by its mandate, could not and should not impose on the African Governments its vision of livestock development but rather it should use persuasion to share its views. Moreover, its assistance

has been on how to develop the sector based on self-reliance and as such it does not provide financial resources to help implement the identified programmes.

20. ECA rather has endeavoured to point out to the policy analysts that the welfare State is dying in the continent and that the time of the vache laitière has ended. Hence, its effort was directed to make livestock development inward-looking and to identify areas where potential exists to mobilize internal resources and reduce wastage. Overall, the efforts were directed towards making the sector less prone to external assistance and factors and to help move the sector from the path of stagnation to that of sustained growth and long-term development with transformation.

21. Although one of the primary consumers of the work of ECA should be the major economic groupings and the IGOs, which have specific and delimited zones to operate and are closer to member States, it seems that the linkage between ECA and the major economic groupings and IGOs as well as among economic groupings and between them and the IGOs is weak. This is so even for the West African subregion where a livestock sub-committee has been established bringing together all concerned IGOs and ECOWAS within the framework of the Association of West African Intergovernmental Organizations (WAIGOS) in which ECA/MULPOC serves as the secretariat.

22. As the programming of livestock development by these institutions is based mainly on the mobilization of external assistance, which is contrary to the guiding principle of increased self-reliance, the services delivered by ECA are then less attractive. But with the marginalization of the African continent, the limited success of externally imposed structural adjustment programmes (orthodox SAPs) and the increasing demand for a genuine democratization process of development, the studies undertaken by ECA will undoubtedly influence the thinking of the development of the sector within the framework of self-reliance.

23. The IGOs in West Africa, notably CILSS, CEBV, CEAO and ALG, have tried to harmonize the interventions of member States notably during the implementation of the PARC and the transhumance of livestock through organizing consultative meetings. Individually or collectively, they have tried to institute the use of passports for or a certificate on the transhumance of livestock to control the movement of livestock, to standardize the collection of statistics, to develop an information management system on livestock population and markets, to develop a code of use of pastoral resources and to promote the integration of livestock and agricultural economies. Attempts were made to harmonize production policies through the promotion of specialization in production.

24. Unfortunately, overall, these efforts were not sustained and hence gave results far below expectations. There is a renewal of interest in livestock by these IGOs notably to harmonize their own development strategies and to integrate their programme of assistance through a kind of division of labour and joint undertaking. This rapprochement seems to be a reaction to the desire of the donor community to set conditionality for the consideration of any request made by any one of the IGOs in the subregion.

25. Indeed, the donor community is increasingly finding it difficult to receive and treat similar requests from different IGOs working for the same countries and even based in the same city. Hence, it has sent a signal that it wants one porte-parole in the West African subregion and the IGOs have responded positively and collectively and have designated ECOWAS to play that role.

26. Other institutions notably EEC, USAID and ILCA have designed strategy and policy framework for their intervention in the African livestock sector. For instance, the EEC took the opportunity of providing funds for the PARC to device programmes for restructuring the livestock sector in countries that will request financial assistance. The question remains whether these programmes, in line with the principle of orthodox SAPs, will lead to any meaningful change that will ensure the structural transformation of the sector.

27. ILCA has designed a strategy for livestock research in sub-Saharan Africa for the 1990s and beyond. However, ILCA in readjusting its areas of intervention, has decided to withdraw from the potential areas for livestock development in Africa, the arid zones. These areas that have comparative advantage in livestock production in Africa and account for the bulk of animal resources are more problematic and challenging for research than the current zone of intervention of ILCA, the humid zone and the highlands.

B. Measures to be taken in the 1990s

28. So far the efforts for harmonizing livestock development policies have been in terms of preparing policy papers which at best have remained at the level of the institutions that have prepared and financed them. The IGOs as well as member States are often confronted with a multitude of strategies that are often confusing or even contradictory. Hence, some countries are preparing a consolidated strategy biased towards national self-reliance which could lead to more confusion.

29. Although the rationale for development policies harmonization is not in doubt, a given member still does not see in concrete terms the possible contribution to its economy (additional revenue or tons of meat or dairy products) of the proposed harmonization policies. Hence, its hesitation to adhere effectively to a proposal for harmonizing and especially to put resources into it.

30. To achieve the above objective, improvement should be made in assessing in economic terms the cost and benefit of co-operating in a given area and in ably communicating the outcome of such undertaking to all concerned. In the meantime, attempts should be made to promote the harmonization of livestock development policies through providing advisory services by a group of concerned IGOs to a member State when it is developing its national livestock development strategy and programmes.

31. Collectively, the IGOs should make an effort to persuade the country of the need to harmonize the policies and co-ordinate the interventions at national level and above all to take into account the subregional and regional dimension of livestock development. They could also provide information that will increase the chance of success of its strategy or to induce the concerned country to enter in contact with a neighbouring country to harmonize a given set of policies and integrate development programmes that will yield dividends for each partner.

C. Development of a livestock information management system and the analytical capability of the IGOs concerned with livestock

32. As normal and without disregarding the need for African solidarity, to be able to persuade a government to undertake alternative development policies and programmes especially in the framework

of collective self-reliance, it must be convinced that its present livestock development policies generate little benefit as compared to cost and that the payoff is evident for such an alternative.

33. Hence, the need to develop instruments of analysis of livestock developmental problems that are simple yet powerful to be used by African policy analysts themselves on a permanent basis. These instruments should help to estimate the gains or losses for each partner when inducing member States to enter into co-operation with each other so as to help accelerate the process of livestock economic development and growth in a given subregion based on collective self-reliance. Naturally, the proper functioning of these instruments will require the development of a data base and an efficient information management system.

34. On the whole, such instruments should help estimate the economic gains (or losses, if any) resulting from the harmonization of livestock development policies or the integration of livestock development programmes or simply subregional trade facilitation. Thus, its honest use will provide a basis for promoting genuine and sustainable subregional co-operation in livestock. More specifically, such instruments should help to:

(a) Bridge the gap of communication between livestock development analysts and decision makers and promote fruitful dialogue among developers of livestock and between them and others notably the producers/consumers (voters). The latter group is becoming an important force, since the beginning of the 1990s has seen the rise of voices for more democracy in development, more participation of the people in the life of the nation and of the continent and above all more accountability. Thus, with the development of the modelling techniques and its popularization at the level of the policy analysts a state of interactive dialogue could be established not only at national level but also at the subregional level;

(b) Thoroughly study the constraints to development;

(c) Assess the policy objectives (quantitatively) before making the policy decision, which will help policy analysts to assess their assumptions and to limit the number of alternatives especially for the use of resources;

(d) Evaluate the multiple impacts of programmes and policies designed to modify the rates of economic development with transformation at national and subregional levels and hence to serve as a measure of the effectiveness of specific policies in force or to be implemented; and

(e) Help decision makers speak more responsibly about economic policy and related programmes.

35. While the models should be designed to simulate the overall livestock economic development process at subregional level, efforts should be made to link the sector with the rest of the economy to ensure complementarity and orderly development at national and regional levels. Inducement for entering into joint venture in production and trade of livestock products and by-products should not be based on reciprocal (balanced advantage for every two sets of countries in livestock inputs or products and or by-products) basis but rather in a system-wide (all member States and all major

products) framework. On the whole, the subregion should be made better off rather than worse off as the result of the furthering of co-operation in livestock.

36. The use of the model should reduce the possibility of implementing an inconsistent set of developmental policies which are in conflict with one another or run contrary to the pursued goal. Policy instruments can then be used to influence the sector and those intervening in the sector to help achieve the desirable objective. The use of these instruments should also help to create an enabling environment for the effective participation of the private sector, notably through African multinationals, since the sector will become technically challenging and economically attractive.

37. The development of the models will be made within the framework of AAF-SAP and bearing in mind that they should be simple to operate but powerful enough to meet the quality standard. For instance, simple linear programming models could be developed using the Optimization Tools embodied in Quattro Pro[3]. Also, models developed by ILCA (Herd Simulator) using spreadsheet or by FAO (DASI for project analysis) could be used or adapted to sufficiently arm livestock policy analysts. More sophisticated models could be developed for research laboratories. But our purpose is to ensure that the decision makers are taking decisions that are well-thought out and thoroughly studied.

38. The prerequisite to the effective use of these instruments is the commitment to self-reliant development as underlined in AAF-SAP, and the conviction of policy analysts that the livestock sector has the potential to develop within the framework of self-reliance. Thereafter, they have to be armed to convince the decision makers for the need to develop the sector within the framework of collective self-reliance and African solidarity by showing them the mutual benefits that could be derived from an improved co-operation in the development and exploitation of the livestock resources of the continent. Hence, efforts should be directed towards helping the policy analyst to become self-confident and to make him able to convince decision makers to take genuine decisions and to persuade professional associations that the advocated policies are good for livestock development and for the society at large.

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[3] Quattro Pro is a powerful software (spreadsheet) that requires only 640k of RAM, enough for most modelling needs for the policy analysts.

II. INTEGRATION OF LIVESTOCK DEVELOPMENT PROGRAMMES

A. Measures taken

39. Despite the existence of many institutions[4] working on livestock in the continent, little progress has been made in improving both livestock productivity and production in Africa. The self-sufficiency of the continent in animal food products has been deteriorating over the last decade from 91.2 per cent in 1980 to 88.2 per cent in 1990 (table 1). At the same time, the per capita consumption has been decreasing notably for the weakest segment of the population (low income, elderly, women and children). For instance, per capita consumption decreased from 11.5 kg in 1980 to 10.7 kg in 1990.

40. The existence of the major economic groupings did not help in furthering the joint exploitation of livestock resources for increased collective self-sufficiency within the framework of self-reliance as called for under LPA and FAL. Moreover, they did not succeed in stimulating or even maintaining the already too low intra- and inter-subregional trade in animal food and livestock products. Hence, over the last decade the importation of meat was increasing at an average annual rate of 4.2 per cent. Furthermore, the livestock sector contributed increasingly to the deterioration of the balance of trade of the continent. The livestock trade deficit increased from $US 1.7 billion in 1980 to $US 2.5 billion in 1990 (table 2).

1. International institutions

41. Considerable resources are being allocated by the international community to undertake research through its sponsored institutions (IARCs). There is no doubt that these institutions could make significant contribution to the structural transformation process of the livestock economy in Africa. But so far their contribution has been minimal not because the subject for research is totally irrelevant but, as it is said, mainly because the linkage between these institutions and the NARCs is weak and because their operations are often beyond any control by African countries (the presumed beneficiaries).

42. Also, the management of IARCs is often entirely in the hands of the staff from the donor community and hardly any African assumes the highest responsibility, be it at technical or management

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[4] A number of institutions worked on livestock research and development in Africa at subregional, regional and international levels. In addition to the major economic groupings, namely ECOWAS, ECCAS and PTA, numerous intergovernmental organizations are concerned with livestock development in their mandated areas. For instance, OAU/IBAR, UDEAC, CEAO, CEBV, CILSS, SADCC, KBO, CEPGL, MRU, UMA, ALG, IGADD are involved in livestock development in Africa. Also, ICIPE and the two sponsored institutions of CGIAR (ILCA and ILRAD) are international institutions working on livestock research of concern to Africa. In the United Nations system, FAO, notably as the lead agency, is heavily involved in livestock development in Africa. Other bodies are involved either as financial institutions (ADB, EEC, UNDP) or as development as well as financial institutions (USAID, the World Bank, GTZ, FAC).

level. The presence of an African in the policy organs of these institutions does not influence so much the attitudes of the management concerning the above-mentioned issues perhaps because of the ways they are co-opted. The argument often advanced by the management of these institutions for the inadequate representation of Africans on the policy organs is that Africa does not contribute so much in cash to the core budget.

43. As livestock constitutes a sector in which the developed countries have a vested interest in the market of Africa, it is unlikely that an institution sponsored and controlled largely by these countries would bring about any meaningful contribution to livestock development in Africa. This has been documented in various studies related to the position of United States and EEC officials and taxpayers.

44. In addition, Africa has the potential to supply the Middle East countries whose market is of considerable interest to the developed countries. Of course, the taxpayers of developed countries, who are producers of excess supply of animal products (highly subsidized at both production and export level), will exercise non-economical pressure on the politicians. With the development of biotechnology in the 1990s, these institutions, if not watched, will probably serve as the medium for the uncontrolled transfer of genes from Africa and, therefore, making the African continent worse off in the livestock sector.

45. Research institutions could be made to contribute notably to:

(a) The reduction of losses and wastage of what had been produced (due to inefficiencies in production, marketing and distribution or distortions from ill-conceived development policies); and

(b) The improvement of the productivity of livestock resources bearing in mind the constraints in terms of sustainability, efficiency and the protection and conservation of resources (natural).

2. The African Institutions

46. The major economic groupings do recognize the limitation of their assistance to member States. Basically, their role was limited to looking for assistance to help implement national programmes rather than to help in the promotion of internal and/or joint ventures (private or public initiatives) in production as well as trade. It seems that a lack of self-confidence is developing among the staff of these institutions perhaps due to the lack of impact of their policies.

47. For instance, ECOWAS has adopted a Programme of Action of Agricultural and Natural Resources, 1986-1989 and 1990-1994. The programme aimed at achieving self-sufficiency in food within the subregion by the year 2000. Although the need to further the complementarity between member States is fully recognized in developing agricultural and natural resources, the programme merely concentrates on providing assistance (own and external) to national programmes without due consideration to the pooling of resources and the joint exploitation of resources based on self-reliance.

48. The inadequacy of the resources of the ECOWAS secretariat to assist or support national programmes, the weak links between national institutions and the ECOWAS secretariat and the weak

state of co-operation between ECOWAS and the other IGOs having membership in the areas of intervention of ECOWAS do not enable the secretariat to effectively live up to the expectations of the

member States. Moreover, the secretariat is not in a position to undertake a coherent programming of concrete actions to effectively complement national efforts as its funding depends more on external sources.

49. The case of the West African subregion is no different from that of other subregions. Activities often remain at the level of studies and since the analytical capability is grossly inadequate, the report remains descriptive and the recommendations vague. Actually, it is difficult for decision makers to take decisions of commitment and actions to induce government and/or nationals (private companies or individual businessmen) to help translate recommendations into concrete programme of investments. At best, a call is made after approval of the recommendations by the policy organs to the secretariat to translate the recommendations into actions. In most cases, the secretariat tends to update the study until the issue involved is no longer important or is forgotten.

50. For instance, livestock has been identified as one of the priority areas for intervention in the ECOWAS Programme of Action. The focus has been on the multiplication of trypanotolerant cattle through extending assistance to existing centres located in Côte d'Ivoire, Guinea, the Gambia, Mali, Nigeria and Senegal, of muturu cattle in Nigeria and zebu cattle in Mauritania. Since 1981, ECOWAS has been carrying out studies to look into the feasibility of giving a subregional dimension (supply) to these centres while still retaining the national dimension in terms of management. The actions of ECOWAS during the last decade have been to continuously update the study carried out in 1981. Another updating exercise will take place at the beginning of next year.

51. Also, in the West African subregion, IGOs such as CEAO and CEBV have devoted a lot of efforts and resources to stimulate co-operation in their respective mandated areas. They have designed projects to further the production capacities of member States in meat production and to improve processing capacities. Some of the projects were financed and carried out up to the end but those leading to the joint exploitation of livestock resources were less attractive to the donor community.

52. As for the Central African subregion, the ECCAS secretariat accords an important place to the promotion of co-operation in the livestock sector but since the institution is in its beginning stages not much has been done. So far, the secretariat has compiled statistics on the importance of the sector and the analysis of constraints. It is envisaged that priority should be given to the development of trypanotolerant cattle and small ruminants to help improve the level of self-sufficiency in both animal and agricultural food products.

53. In the Kagera basin, the KBO has been active since 1982 in sensitizing the international community on the need to control tsetse in the Kagera basin. The existence of the vector not only limits livestock and agricultural production but also causes human deaths, notably in Uganda. While other organizations favour the multiplication of trypanotolerant cattle, KBO favoured the control of

tsetse. ECA, in association with FAO, has been assisting KBO through a UNDP-funded project over the last two years to extend the techniques developed by ICIPE[5] in controlling the vectors.

54. The OAU/IBAR secretariat, the sole continental organization dealing with animal resources, after successfully carrying out the Pan-African Rinderpest Campaign (PARC)[6] is now according the highest priority to the organization of a similar programme for the control of tsetse and trypanosomiasis in the 1990s and beyond.

B. Measures to be taken for the 1990s

1. A master plan to reduce losses and wastage due to the presence of tsetse in Africa

55. From the preceding, it could be seen that the control of losses due to trypanosomiasis and wastage due to tsetse is on the agenda of most of the IGOs[7] and economic groupings. This is so because the African countries, after the launching of PARC, believe that they can successfully appeal to the heart of the people in developed countries to support an effort for the control of the scourge as it also directly affects the life of people (sleeping sickness).

56. Although most programmes remain at the identification stage, it is noteworthy to see that there is a consensus to launch a master plan to reduce losses and wastage in areas affected by tsetse. Such a plan should be supported and implemented in the 1990s.

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[5] ICIPE has made considerable progress in controlling tsetse using simple but efficient control techniques (trapping). Its technique is low cost and requires the participation of farmers themselves within the framework of self-help and self-reliant development and is quite environmentally safe. Likewise, ILRAD, ILCA and FAO are contributing through fundamental research, training and the development of networks to control tsetse and trypanosomiasis in the continent.

[6] It is to be recalled that African countries have spent most of the 1980s in appealing to and negotiating with the international community to support an eradication campaign against rinderpest. Despite an appeal made by the Assembly of Heads of State of OAU through a resolution, OAU/IBAR was able to negotiate with EEC a control and not an eradication programme in the worst affected countries with a set of conditionalities to be satisfied by prospective recipient country to ensure eligibility.

[7] CEBV has also identified a project to control trypanosomiasis in the Niger river valley covering Benin, Burkina Faso and the Niger but funding was not obtained. Also and following a meeting of livestock experts in West Africa organized in February 1988 by ECA in collaboration with IGOs, the Research Centre on Animal Trypanosomiasis (CRTA) in Burkina Faso was retained for subregionalization.

2. Institution of a livestock development fund

57. The lack of financial resources is cited as the major factor inhibiting the efforts of co-operation in livestock. As stated earlier in this report, the sector has the potential to develop from its inner strength if an appropriate mechanism exists to mobilize the resources, to efficiently manage it and channel it to the right targets. For instance, ECA has estimated that the livestock asset detained by livestock farmers was about $US 58.2 billion in 1990, that the income was $US 5.6 billion and that the increase in capital was $US 558 million. It has also estimated that the resources allocated and not necessarily disbursed in favour of livestock for the continent up to 1980 represented barely 10 per cent of the avoidable losses incurred in the cattle subsector of the West African subregion in 1987.

58. As investment and credit are almost non-existent in the livestock farms, the livestock assets held by livestock farmers could be easily converted into cash to meet investment requirements and to turn the sector into business. Hence, the potential in the livestock sector to provide adequate resources (financial) not only to improve its operation and to make it more profitable but also to make it contribute more to the financing of investments notably in the allied industries.

59. The institution of a Livestock Development Fund (LDF) as a window in a working financial institution such as ADB could provide the required services for a self-reliant and sustaining livestock development in the continent. Although a feasibility study is required, a priori, it could be said that the Fund be made of mandatory contributions paid only once during its inception. Such contribution, which could constitute a share for the country concerned, could be assessed based on the average (five years or so) number of tropical livestock units (TLU) in surplus countries and the average quantity consumed per annum in deficit countries. Payment should be made by the government and not necessarily and directly by the producers or the consumers.

60. For instance, part of the taxes levied at the level of the slaughterhouse and at exports in producing countries could be allocated to meet the mandatory contribution. Equally, in deficit countries, taxes could be levied on imported subsidized frozen meat to help realign prices of meat at consumption of domestic and foreign origins. Other sources of funds could be the interests charged on transactions going through the Fund, part of the tax revenues on the import of livestock inputs and products not produced or domestically produced in insufficient quantities to meet the demand in the subregion or the continent.

61. The Fund could be made of loanable resources to be given to develop livestock resources notably to produce quality livestock products (dairy and meat) for domestic as well as external consumption, to process raw materials from livestock farming including manure and by-products from slaughterhouse, to develop industry for the supply of veterinary products and feeds and to create and develop consultancy firms.

62. The Fund could provide grants to finance action-oriented research or to mitigate the impact of calamities (widespread droughts, epizootic disease or collapse of the commodity market) which are of social concern and not of private responsibility. Selected subsidies could be provided to open market opportunities or to develop new production opportunities. Overall, the Fund should be made to ensure sustainable livestock development based on self-reliance.

IV. CONCLUSIONS AND RECOMMENDATIONS

63. With the appropriate and enabling environment, the livestock sector has the potential to develop, based on self-reliance, to help achieve greater self-sufficiency in animal food and collective animal food security and to contribute to the sustaining growth and development of the continent. Moreover, in many African countries, livestock is one of the pillars if not the main pillar of the rural economy and it could be made to contribute to its structural transformation. So far, however, the productivity and production potentials have not been tapped to the point of having satisfactory measurable impacts in achieving the goal of collective animal food security at higher per capita consumption and in contributing to overall growth and development.

64. To reverse the present trends, African Governments should be seen collectively to undertake the required steps for the structural transformation of the livestock economy notably within the framework of the future Economic Community of Africa. The recommendations contained in this report are the minimum to help create an enabling environment for the sector not only to develop from its inner strength but also to contribute effectively to the structural transformation of the rural economy while providing enough animal protein to meet the collective demand in the 1990s and beyond.

65. The recommendations are made in four main areas. These are: research, development of an information management system and analytical tools, preparation and execution of a master plan for the reduction of losses due to tsetse and institution of a livestock development fund. They would be implemented well beyond the decade of the 1990s.

A. Harmonization of livestock development policies

66. Owing to the characteristics of livestock production in Africa, there is need for effective co-operation in the livestock sector. It is often inferred that livestock development in one country may affect or may be affected by the attitudes of the neighbouring countries. As indicated in the report, few activities have been undertaken by the economic groupings and the impacts of the work of ECA to influence, as desired, the work of the economic groupings have been below expectations.

67. To increase the chance of carrying out a successful programme of harmonizing livestock development policies at the subregional level in the near future, it is recommended to:

(a) Provide advisory assistance to member States undertaking the preparation of strategic framework and livestock development programmes with a view to ensuring first that perfect harmonization of policies and integration of programme are done at national level and inducing the concerned government to take into account the regional dimension of livestock; and

(b) Develop an information management system and the analytical capability of the major economic groupings and of the IGOs involved in livestock.

68. ECA and the concerned IGOs should make provisions to provide the required advisory services to member States notably in terms of resource persons. ECA should also, in collaboration with FAO and ILCA and in consultation with the major economic groupings, be entrusted with the responsibility

of developing the information management system and the analytical tools and the organization of required training of policy analysts notably at subregional and regional levels.

B. Livestock Development Fund

69. Owing to the importance of the Livestock Development Fund for the self-reliant development of the sector, it is recommended that ADB and IFAD, in collaboration with ECA, FAO and OAU, undertake a feasibility study on the institution of the fund. The fund could be set at 10 per cent of the avoidable estimated losses of $US 4.7 billion that society would incur or has incurred in 1990 alone. This target (half billion) is easily attainable with few adjustment in policies and in the (joint) management of existing resources.

C. Research

70. The role of research is of paramount importance in the structural transformation of African animal agriculture, since it requires a shift from a natural-based animal agriculture to a more science-based animal agriculture. Research institutions should in particular be made to contribute more effectively to the development of the livestock economy. This might require:

(a) Refocusing and redirecting research to take due account, for instance, of the biological revolution. Indeed, as biological engineering is likely to play a significant role in the 1990s in the livestock industry of the developed countries, the research institutions notably those sponsored by the CGIAR group, should be made to contribute to the furthering of partnership in the biotechnology revolution;

(b) Strengthening collaboration between research institutions at national and regional levels; and

(c) Promoting more collaboration between researchers and social scientists and between scientists and policy analysts.

71. Bearing in mind that Africa should increase its contribution notably in cash to the core budget of international institutions even if this will require a taxation of some of the beneficiaries (high-income producers and consumers), Africa should endeavour to have more say in the operations of these institutions in the continent.

72. It is recommended that STRC/OAU/IBAR, in collaboration with the major economic groupings and ECA, be given the mandate and the means to discuss with the major research institutions ways and means of ensuring that the work of these institutions falls within the priorities and covers the areas of concern to African countries and that the results of their work have the potential to bring about real changes for the growth and development of the livestock sector based notably on self-reliance.

D. Integration of Livestock Development Programmes

73. Until the capacity of the major economic groupings is developed, it is unlikely that they will be in a position to bring member States in joint ventures based on increased measures of self-reliance.

Unless the programme brings "free assistance" and equitable contribution to almost every individual country, it is unlikely to take off since it will not have the required political support. This is particularly so when every single member has to support a subregional project before being considered by a donor. The gathering of signatures is often a source of wastage of the scarce resources of the concerned IGO.

74. Hence, it is recommended to concentrate in the 1990s, considered as a decade for transition to move from external to self-reliance, the effort on mobilizing all the economic groupings to organize and implement a pan-African campaign against trypanosomiasis and tsetse.

75. OAU/IBAR, in co-operation with ICIPE, ILRAD, ECA, FAO and WHO and in consultation with the major economic groupings, could be entrusted with the responsibility of preparing a master plan for the reduction of losses and wastage due to the existence of tsetse across the continent and mobilizing resources (internal and external) for its implementation. Such a plan should be based on the use of control techniques for tsetse that would require the participation of livestock farmers and are environmentally safe and of low cost (with minimum requirement for imported inputs).

76. It is suggested that the Conference of Ministers gives appropriate directives to the Executive Secretary of ECA, the Secretary-General of the OAU and the Director General of FAO to ensure the implementation of these recommendations. They should then report appropriately to the ECA Conference of Ministers as well as to the Council of Ministers of the OAU, the FAO Regional Conference for Africa and the biennial meeting of the Ministers of the OAU in charge of livestock.

77. The Conference should, however, ensure that at the time of preparing the orientation paper and the priority areas for the Fifth Programming Cycle of UNDP, due consideration is given to the livestock sector notably to accord the highest priority to the implementation of the master plan. The Executive Secretary of ECA and the Secretary-General of the OAU should be duly mandated to approach the rest of the donor community to provide assistance for the implementation of these recommendations and to report appropriately.

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Annex:

IMPORTANCE OF LIVESTOCK IN THE AFRICAN ECONOMY

Table 1: Selected livestock performance indicators in 1980 and projections for 1990

Subregion	Livestock Population (1000 TLU*)		Meat Production (1000 MT)		Meat net import (1000 MT)		Meat Consumption (1000 MT)		Meat Consumption kg/had		SSR in meat (%)	
	1980	1990 estimate	1980	1990 estimate	1980	1990 estimate	1980	1990 estimate	1980	1990 estimate	1980	1990
North Africa	44624	47365	1439	1828	-344.97	-517.59	1783.97	2345.59	16.57		80.66%	77.93%
Central Africa I	11891	13925	202	287	-19.90	-75.60	221.90	362.60	12.21		91.03%	79.15%
Central Africa II	3124	3295	107	126	-11.70	-45.90	118.70	171.90	3.33		90.14%	73.30%
Eastern & Southern Africa	106688	121395	1719	2032	7.53	-48.57	1711.47	2080.57	11.82		100.44%	97.67%
West Africa	44698	46683	1253	1654	-84.43	-102.56	1337.43	1756.56	9.26		93.69%	94.16%
All Africa	211025	232663	4720	5927	-453.48	-790.22	5173.48	6717.22	11.48	10.70	91.23%	88.24%

*One Tropical Livestock Unit (TLU) is equivalent to an animal of 250 Kg live weight. Cattle, buffaloes and horses are equivalent to 1 TLU; each sheep and goat represent to 0.1 TLU, and each pig is counted as .02 TLU.

Source: ECA based on FAO Production Computer Print-Outs, April 1990, FAO, Rome.

Table 2: Net trade in livestock products in 1980 and Projections for 1990 and Share of each subregion in deficit

(1,000 US$)

Subregion	Import 1980	Import 1990	Export 1980	Export 1990	Net trade 1980	Net trade 1990	Share of each subregion ion 1980	Share of each subregion ion 1990
North Africa	866447	1736507	10128	5857	-856319	-1730650	49.73%	70.23%
Central Africa I	82121	144908	3741	78	-78380	-144830	4.55%	5.88%
central Africa II	46438	77783			-46438	-77783	2.70%	3.16%
Eastern and Southern Africa	231603	289903	106032	71531	-125571	-218372	7.29%	8.86%
West Africa	618146	292849	2878	145	-615268	-292704	35.73%	11.88%
All Africa	1844755	2541950	122779	77611	-1721976	-2464339	100.00%	100.00%

Source: ECA based on FAO Production computer print-outs, April 1990.